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CARE OF JUVENILE DELINQUENTS IN PENNSYLVANIA

Bulletin 29—Revised
Harrisburg, Pennsylvania
1929

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COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF WELFARE

CARE OF JUVENILE DELINQUENTS IN PENNSYLVANIA

By MARGARET STEEL MOSS
ASSISTANT DIRECTOR, BUREAU OF CHILDREN

Bulletin 29—Revised
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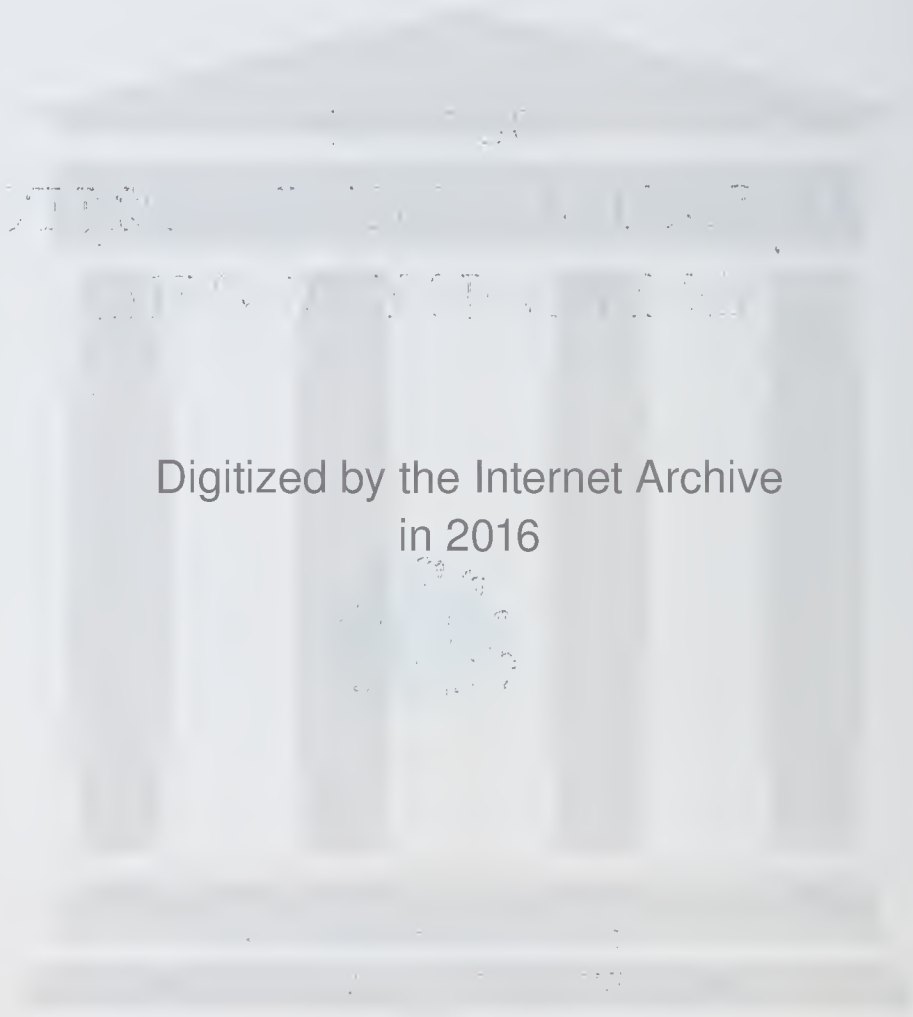
1929



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Letter of Transmittal

April 17, 1929.

Mrs. E. S. H. McCauley,
Secretary of Welfare,
Harrisburg, Pa.

My dear Mrs. McCauley:

Repeated requests for information regarding juvenile court law and procedure in Pennsylvania as well as the correctional institutions prompted the Bureau of Children to issue a pamphlet two years ago summarizing this information. This edition has been exhausted and in republishing the bulletin, statistics and other current data have been brought up to date.

Sincerely yours,

Mary S. Labaree, *Director*
Bureau of Children

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CARE OF JUVENILE DELINQUENTS IN PENNSYLVANIA

PART I

HISTORICAL SUMMARY

Pennsylvania's first official recognition of what is now known as "juvenile delinquency" may be said to be an Act of March 23, 1826.

> "Whereas, An association of citizens of this Commonwealth hath been formed in the city and county of Philadelphia, for the humane and laudable purpose of reforming juvenile delinquents, and separating them from the society and intercourse of old and experienced offenders with whom, within the prisons of said city, they have been heretofore associated, etc....."[1]

By this act Philadelphia children committed as vagrants or upon any criminal charge by a court, alderman or justice of the peace might be sent to the Philadelphia House of Refuge. Here they were "to be instructed in such branches of useful knowledge as may be suitable to their years and capacities" and from here the managers were privileged to bind them out as apprentices, during their minority, "to such persons and at such places, to learn such proper trades and employments, as in their judgment will be most conducive to the reformation and amendment, and will tend to the future benfit and advantage of such children."[2] This jurisdiction applied to boys up to the age of twenty-one and girls of eighteen.

The act was held to be constitutional and in the case by which it was tested the statement was made that "The House of Refuge is not a prison, but a school, where reformation and not punishment, is the end."[3] Appreciation of the needs of the juvenile delinquent had made an embryonic start in life!

The following year marked an extension of the hospitality of the House of Refuge to children outside of Philadelphia. The expense was to be borne by the county from which the children came and there is an interesting echo of former systems in the words

> "and the accounts of said children shall be kept by the managers, in the same manner that the accounts of convicts in the penitentiary are now directed to be kept by the inspectors thereof."[4]

An Act of April 10, 1835, marked the next step. Incorrigible children, i. e., those who, although not actual law violators, were displaying "incorrigible or vicious conduct" with which their parents were inadequate to cope—could also be received by the institution.[5] "Supervision" made its appearance in the requirement of frequent inspection of

(1) Preamble, Act of March 23, 1826, P. L. 133.
(2) Section 6, Act of March 23, 1826, P. L. 133.
(3) ex parte Crouse, 4 Wharton 9.
(4) Section 4, Act of March 2, 1827, P. L. 76.
(5) Act of April 10, 1835, P. L. 133.

the House of Refuge by Philadelphia judges who would also pass upon the commitments of aldermen and justices of the peace either formally transferring "the parental authority to the managers of the House of Refuge" or taking the case to the Philadelphia Courts for a hearing. [5] (Note—Children under sixteen may no longer be committed by magistrates and justices of the peace.[6])

In 1850 all this legislation was re-drafted to include girls up to twenty-one and a measure was added providing similar treatment for "any colored convicts under the age of twenty-one." [7]

But the western part of Pennsylvania was not to be outdone and in 1850 it joined the procession. A curious combination is found in the naming of this law which is known as

> "An Act to secure the cities of Pittsburgh and Allegheny, and the neighborhood thereof, by damage from gunpowder; to incorporate an association for the establishment of a House of Refuge for Western Pennsylvania; and relative to the Pennsylvania State lunatic asylum." [8]

Indenturing of white and colored children was more clearly defined in 1857 [9] and 1858 [10] and then the legislators evidently became too engrossed in the Civil War to think much about this sort of law-making. In fact practically the only step taken along this line during the period was an Act of April 8, 1862, whereby the Western House of Refuge allowed spiritual ministration to its inmates "from any recognized clergyman of the denomination to which said inmate may belong:" [11]

But the great epoch making legislation occurred a little later when, by an Act of June 13, 1883, it was declared unlawful to retain a child between the ages of two and sixteen in an almshouse for more than sixty days. [12] Of course this had its most direct effect in the field of dependency but the bold discrimination of the particular needs of children, with all that that implies, influenced all phases of child welfare.

In the field of delinquency this influence was manifested by provision for a police matron in first and second class cities

> "to take charge of and properly care for all female prisoners and children who shall be brought to such station house." [13]

and provision for removal of Houses of Refuge to the country because

> "the reformation of juvenile delinquents can be more successfully conducted on farms where the family life and home influence can more nearly be secured." [14]

An Act of June 12, 1893, provided for separate hearings of children's cases [15]—the first stirrings of the Juvenile Court movement—and May 1897 marked the legislative requirement of a Detention House for Juveniles in Philadelphia. [16] This last progressive step was the result of the activities of the Pennsylvania Prison Society whose idea was "to

(6) Section 1, Act of March 26, 1903, P. L. 66.
(7) Section 6, Act of April 25, 1850, P. L. 569.
(8) Act of April 22, 1850, P. L. 538.
(9) Act of May 12, 1857, P. L. 454.
(10) Act of April 22, 1858, P. L. 452.
(11) Section 1, Act of April 8, 1862, P. L. 318.
(12) Act of June 13, 1883, P. L. 111. See also Act of May 20, 1921, P. L. 1030.
(13) Act of May 13, 1889, P. L. 192.
(14) Preamble to Act of May 13, 1889, P L. 209.
(15) Section 2, Act of June 12, 1893, P. L. 459.
(16) Act of May 12, 1897, P. L. 65.

purchase some large, old fashioned house that can be remodeled or adapted.''[17] In 1901 the detention house legislation was extended to second class cities.[18] The seed planted by the good citizens of the Commonwealth in 1826 had been growing. And now the Commonwealth was ready for another decisive, epoch-making enactment. The time had come to study this accumulating sentiment and to define anew and in no uncertain terms the Commonwealth's relation to its naughty youngsters.

> ''WHEREAS, The welfare of the Commonwealth demands that children should be guarded from association and contact with crime and criminals, and the ordinary process of the criminal law does not provide such treatment and care and moral encouragement as are essential to all children in the formative period of life, but endangers the whole future of the child:
>
> ''AND WHEREAS, To that end, it is important that the powers of the courts, in respect to the care, treatment and control over dependent, neglected, delinquent and incorrigible children, should be clearly distinguished from the powers exercised in the administration of the criminal law:
>
> ''The courts of quarter sessions of the peace, within the several counties of this Commonwealth, shall have and possess full jurisdiction in all proceedings which may be brought before them affecting the treatment and control of dependent, neglected, incorrigible and delinquent children, under the age of sixteen years ..... and all sessions of such juvenile court shall be held separate and apart from any session of the court held for the purpose of its general criminal or other business, and the records of the proceedings of such juvenile court shall be kept in a docket, separate from all other proceedings of said court.''[19]

Thus Pennsylvania, by an Act of April 23, 1903, established a Juvenile Court and assumed a parental responsibility towards the boys and girls whose own parental guardianship had proved inadequate.[20]

Of course this Juvenile Court legislation was not accomplished without a struggle. Old time Pennsylvanians with their reverence for tradition became fearful of the precedent which seemed to be established by this dickering with judicial systems. In the verdict rendered in a test case this attitude was appreciated by the assurance that

> ''No new court is created by this act, and the ancient court of quarter sessions, which is older than the Constitutions of Pennsylvania is given thereby not greater but different powers from those previously exercised''[21]

—and the Juvenile Court was allowed to stand.

It became evident, however, that service additional to that usually provided by the Courts was needed. An Act of April 1, 1909, stated therefore that

(17) Preamble to Act of May 12, 1897, P. L. 65.
(18) Act of July 2, 1901, P. L. 601.
(19) Act of April 23, 1903, P. L. 274. "full jurisdiction" was amended by the Act of June 28, 1923, P. L. 898, to read "full and exclusive jurisdiction."
(20) Act of April 23, 1903, P. L. 274.
(21) Commonwealth vs. Fisher 213 Pa., 48 Affirming same, 27 Sup. Ct. 175.

"The Court shall appoint or designate one or more discreet persons, of good character, to serve as probation officers during the pleasure of the court. Said probation officers shall receive compensation to be fixed by the said court of quarter sessions of the peace." [22]

Further details of Juvenile Court procedure will be more fully discussed later.

And so there stand out certain rather distinct stages in the development of the State's responsibility towards juvenile delinquency: 1826, House of Refuge; [23] 1883, Almshouse law; [24] 1903, Juvenile Court; [25] 1909, Probation system. [26]

"And God saw that it was good." But the evening and the morning were only the fourth day.

PART II

INSTITUTIONS

Institutional care is the oldest, and was for many years the only, type of treatment for juvenile delinquents in Pennsylvania. This section contains a brief description of the institutions of the State accepting juvenile delinquents. (The population figures are as of May 31, 1928, except where otherwise noted.)

STATE AND STATE AIDED INSTITUTIONS

The Glen Mills Schools, created in 1826, and the Pennsylvania Training School in 1850 both began as private enterprises. In 1879 the absolute control of the latter institution became vested in the Commonwealth. The former has been popularly classified as a "Semi-State" institution, i. e., private capital and management with public maintenance from State and County. Both white and colored children are received in each of the schools.

Pennsylvania Training School, Morganza, Washington County. Founded 1850. Normal capacity 302 boys, 212 girls. Population 519 boys, 311 girls. (Double-deck beds and crowded dormitories have made it possible to meet the heavy demands upon this institution). Superintendent, W. F. Penn. The advantages of the cottage system have been somewhat negatived by overcrowding in several of the buildings. Exceptionally good equipment for a number of lines of trade training, a well-stocked farm and complete gymnasium and athletic field are among the many noteworthy features of this school. 1927 State appropriation $410,000. County payments on basis of maintenance costs, approximate .85 a day.

Glen Mills Schools—Boys' Department. Glen Mills, Delaware County. ("Glen Mills"). Founded 1826. Capacity 660 boys, population 632. Superintendent, Major H. B. Hickman. This

(22) Section 1, Act of April 1, 1909, P. L. 89.
(23) Act of March 23, 1826, P. L. 133.
(24) Act of June 13, 1883, P. L. 111.
(25) Act of April 23, 1903, P. L. 274.
(26) Act of April 1, 1909, P. L. 89.
(1) Population at the time of 1928 visit.

institution was moved to its present location in 1892, under the superintendency of Colonel H. F. Nibecker, a pioneer in correctional work with boys. The school is at present going through a much needed reconstruction period.

Glen Mills Schools—Girls' Department. Darlington, Delaware County, ("Sleighton Farm"). Founded 1826. Capacity 430 girls; population 451. Superintendent, Miss Emily F. Morrison. This institution was moved to its present location in 1910 under the superintendency of Mrs. Martha P. Falconer, a dynamic leader in correctional work with girls. The program of complete individualization of the needs of each girl has been ably developed under the present management.

1925 State appropriation to Glen Mills Schools (both departments), $550,000. County payments on basis of maintenance costs, approximately .66 a day.

COUNTY INSTITUTIONS

Legislation regarding county schools for delinquents began in 1909. [2] The confusion of subsequent amendments seems to have been clarified in 1917, where the details of construction, administration, parole requirements, etc., are reviewed. [3]

Unlike the other three institutions in the group, the control of the Boys' Home in Reading is vested in the Judges as Trustees for the County. The population in the county institutions is largely limited to younger offenders.

Thorn Hill School. Warrendale, Allegheny County. Founded 1911. Capacity 430 boys; population 353. Superintendent, Franklin H. Briggs. This institution is on the "cottage-colony" plan, i. e., the cottages (each housing about twenty boys) are widely separated, each being the center of a farm unit of its own. The bungalow type of cottage found here has been a definite contribution to institution architecture. Centralized administration is reduced to the minimum necessary for economy.

Gumbert School. Perrysville, Allegheny County. Founded 1926. Capacity 44; population 38. Superintendent, Miss Nellore Concklin.

Luzerne County Industrial School. Kis-Lyn, Luzerne County. ("Kis-Lyn"). Founded 1912. Capacity 250 boys; population 249. Superintendent Charles F. Johnson. This institution is on the cottage system (maximum of twenty-four boys in a cottage). Precedence is given to Luzerne County boys, but boys from other counties may be admitted at a $3.50 per week rate by special arrangement.

Boys' Home. Reading, Berks County. Founded 1912. Capacity 44 boys; population 26. Superintendent Frank E. Miller. This little institution maintains a remarkable inter-relation with the community. The boys attend the public school and neighborhood

(2) Act of May 1, 1909, P. L. 302.
(3) Act of July 5, 1917, P. L. 693.

churches, participate in the nearby Boys' Club, are members of various athletic teams and enjoy all the benefits of a well-ordered private family in the community.

PRIVATE INSTITUTIONS

Sixteen private institutions (two of which receive State aid) accept juvenile delinquents committed by the juvenile courts. It is surprising to find dependent and neglected children also in some of these institutions inasmuch as there is legal restriction against committing delinquent children and those who are neglected or dependent to the same institution. [4]

Unless specifically stated otherwise, the institutions of this group may receive children from any county although they usually draw most of their population from adjacent territory.

George Junior Republic of Western Pennsylvania. Grove City, Mercer County. ("George Junior Republic"). Founded 1909. Superintendent, Earle D. Bruner. White boys and girls, 14-18. Capacity 36 boys, 20 girls; population [5] 27 boys, 17 girls. County rate .80 a day. Fashioned after the original George Junior Republic at Freeville, New York, this institution has a highly developed system of self-government. Only children of normal mentality are now accepted as experience has proved these to be the ones who respond best to the Republic idea. 1927 State appropriation $6,000.

Beulah Anchorage. Reading, Berks County. Founded 1907. Superintendent, Mrs. Charlotte Hagy. White girls, 13-25. Capacity 25; population 18. County rate $6.00 a week. A clinic for the treatment of venereal diseases has been installed here by the State Health Department. 1927 State appropriation $2,000.

House of the Good Shepherd. 35th Street and Fairmount Avenue, Philadelphia. Founded 1850. Capacity 250 girls; population 237. Mother St. Barbara.

House of the Good Shepherd. Penn Avenue and Chew Street, Germantown. Founded 1892. Capacity 125 girls; population 92. Mother M. Bernardine. Colored girls.

House of the Good Shepherd. Reading, Berks County. Founded 1889. Capacity 100 girls; population 103. Mother M. Martin.

House of the Good Shepherd. Scranton, Lackawanna County. Founded 1889. Mother M. Sacred Heart. Because of the unsafe condition of the building it had to be abandoned in November, 1926. A new, modern institution is being developed at Clarks Summit.

House of the Good Shepherd. 1615 Lowrie Street, Troy Hill, Pittsburgh. ("Troy Hill"). Founded 1872. Capacity 250 girls; population 108. Mother M. Presentation.

The above Houses are for older delinquent girls. Through coopera-

(4) Section 10, Act of April 23, 1903, P. L. 274.
(5) Population at the time of 1928 visit.

tion with the Pennsylvania Department of Health, venereal clinics are maintained for the treatment of girls held in quarantine. Juvenile Court cases are still received (most counties paying .50 a day for court cases) although well-rounded programs for rehabilitation are considerably handicapped by the large congregate plants.

By the rules of the Order, the Houses do not accept pregnant girls. It is, however, interesting to note the Germantown House receives colored girls. The other Houses limit their intake to white.

St. Joseph's Protectory. Norristown, Montgomery County. Founded 1886. Capacity 100 girls; population 99. Mother M. Visitation. County rate for court children .50 a day. White girls of the younger "protectory" group.

Philadelphia Protectory. Protectory Station, Montgomery County. Founded 1897. Conducted by Christian Brothers. Director, Brother Lucien. White and colored boys up to 16. Capacity 570; population 550. County rate $.50 a day. One division of the population known as "La Salle School" includes younger boys, most of whom are sent for short terms following a truancy record.

Toner Institute. Brookline, Pittsburgh. Founded 1911. Conducted by Sisters of Divine Providence. Superior, Sister M. Fidelis. Director Father Sigmund. The population is limited to white boys 9-14 years. Capacity 150; population 115.

Elmwood Home. North Springfield, Erie County. Founded 1909. Superintendent, W. H. Barnes. White boys 8-16 years. Capacity 76; population 70. County rate $.78 a day. This institution, beautifully situated on the shore of Lake Erie, has the spirit of a good country boarding school.

Rotary Home. R. F. D. No. 3, Lancaster. Founded 1919 as an activity of the local Rotary Club. Superintendent, Harry L. Martzall. Boys 8-16 years. Capacity 25; population 17. Intake limited at present to Lancaster County. The Superintendent gives a great deal of time to working with problems of individual boys in the community. In fact, the Home is regarded as only one facility that may or may not be needed in helping with a boy's readjustment.

Shelter Home for Girls. Lititz Pike, Lancaster. Founded 1924. Matron, Mrs. Maude Nauman. Capacity 6; population [7] 4. Temporary detention care for delinquent and incorrigible girls of Lancaster County.

Elliott House. 1821 Wallace Street, Philadelphia. Founded 1916. Superintendent, Miss Anna S. Palmer. White boys 10-16, committed by the Philadelphia Juvenile Court for truancy. Capacity 40; population 40. This institution serves as a "parental school" for the Philadelphia Board of Education with which there is close co-operation. [8]

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(6) For special legislation concerning this institution see Act of May 11, 1901, P. L. 187.
(7) Population at the time of 1928 visit.
(8) For legislation re truants see Section 1438, Act of May 18, 1911, P. L. 309.

Shallcross School, Academy Road, Byberry, Philadelphia. Founded 1926. Superintendent, Henry Martin. White boys of school age committed by the Philadelphia Juvenile Court or transferred by the Philadelphia Bureau of Compulsory Education because of truancy. Capacity 35 (additional buildings under construction); population [9] 35. This institution is under the exclusive control of the Philadelphia Board of Education. [10]

SUMMARIZED STATISTICS

	Capacity		*Pop. 5-31-28*	
	Boys	*Girls*	*Boys*	*Girls*
State and Semi-State	962	642	1151	762
County	724	44	628	38
Private—State-Aided	36	45	27	35
Private—Non-State-Aided	896	831	827	766
	2618	1562	2633	1601

Although the State-aided institutions are using the Department of Welfare's accounting system, it is to be regretted that the present lack of uniformity of bookkeeping prevents any comparison of the costs of operating these highly diversified types of organizations.

In order to understand better these population figures, it is necessary, however, to consider the two ends of the Commonwealth separately.

There is a division that is more than the Alleghenies which seems to separate "Western Pennsylvania" from the eastern counties. The legislation about the Pennsylvania Training School contains frequent reference to this "Western District" on which Messrs. Robb and Miller in their compilation of the laws relating to the school make the following comment:

> "What is meant by 'the Western District' is not free from uncertainty. It is not defined in the original act, and probably means the somewhat indefinite locality known as Western Pennsylvania. Several later acts containing legislation governing the institution refer to counties included within the Western District of the Supreme Court of Pennsylvania, but there is nothing to indicate that this meaning is to be applied in construing other acts. The counties within the Western District of the Supreme Court, as it is at present constituted, are Allegheny, Armstrong, Beaver, Butler, Cambria, Clarion, Forest, Greene, Indiana, Jefferson, Lawrence, Mercer, Somerset, Venango, Washington and Westmoreland." [11]

The legislation about the Glen Mills Schools contains references to the "Eastern District" with the parenthetical explanation: "which said district shall embrace all the counties of the Commonwealth from

(9) Population at time of 1928 visit.
(10) For legislation re truants see Section 1438, Act of May 18, 1911, P. L. 309.
(11) "A Compilation of the Acts of Assembly Relating to the Pennsylvania Training School" prepared by John S. Robb, Jr., and Frederick W. Miller. Introduction p VIII. (Erie, Crawford, Warren, McKean, Potter and Fayette are logical additions to this list of Western Pennsylvania counties and are so considered in the statistical groupings in this report.)

which infants cannot be sent to the House of Refuge of Western Pennsylvania."[12]

The following is a tabulation of the population statistics on this geographical basis:

PART III

JUVENILE COURTS

The "Juvenile Court Act" of 1903 marked the beginning of a new era in the handling of children brought before Pennsylvania's Courts.[1] Epigrammatically speaking it shifted the emphasis "from the child's deeds to his needs." The preamble to the Act (quoted in Part I) is one of the most socialized bits of writing on our statute books. Subsequent legislation has merely sought to develop the letter of the law to conform increasingly to the spirit of this original document.

In Philadelphia the Juvenile Court is a branch of the Municipal Court;[2] in Allegheny County it is a branch of the County Court.[3] The procedure in both of these counties is governed by a good deal of special legislation, but aside from noting this fact only such legal provisions for the handling of juvenile delinquents as are applicable to the sixty-five remaining counties will be discussed here.

The method of handling children's cases in the various counties differs greatly and while it is difficult to keep information of this sort up-to-date it is possible, nevertheless to have some sort of a picture of the present situation.

BEFORE THE HEARING

In spite of the fact that the law prohibits the use of jails and police stations for the detention of children pending a hearing[4] and puts upon county commissioners the duty of providing certain specified facilities,[5] thirty counties have reported the use of the local jail for detaining children—usually with a pathetic tribute to womanhood in the added comment "but we always put them in the women's section." One must have common sense in interpreting this situation, however. Many of these counties are small and would have little need for any detention facilities from one year's end to another—but this hardly excuses two fourth-class counties or some of the larger fifth-class counties which are among the offenders in this matter.

The Detention House is not without its dangers—witness one in which two little boys were discovered locked in a room unfurnished except for a plain wooden bench. How they employed the long hours is a matter for speculation.

The cheerful side of the story is that thirty-seven counties have made some sort of a move in the right direction whether it be a detention house, detention rooms, the probation officer's own home or, as in two localities, an experiment with the use of carefully selected and supervised private boarding homes.

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(12) Section 1, Act of January 26, 1854, P. L. 12.
(1) Act of April 23, 1903, P. L. 274.
(2) Act of July 12, 1913, P. L. 711, amended in part by Act of July 17, 1915, P. L. 1015.
(3) Act of May 5, 1911, P. L. 198; Act of May 19, 1915, P. L. 5; Act of May 23, 1923, P. L. 324.
(4) Section 1, Act of April 23, 1903, P. L. 274.
(5) Section 1, Act of July 21, 1913, P. L. 870.

HEARINGS

With legal authority for holding juvenile hearings separate and apart from regular court sessions, [6] it has been learned that in twenty-two counties the use of the open court room prevails. A public hearing of a child's case has been likened to the performing of a delicate operation on a dusty street corner—it might be accomplished without infection of the patient but the chances are slight.

On the other hand, in forty-five counties juvenile hearings are being held in the judge's chambers, the law library, or some other similar room apart from the ordinary trappings of a criminal court. In some instances, to be sure, private hearings are "private" in name only—as when newspaper men and others are freely admitted although the hearings are in chambers. But an increase of hearings where only those with legitimate interest are present and where a moderate informality obtains, would seem to indicate the new emphasis on the child's needs which is the spirit as well as the letter of the Juvenile Court Act.

The legal provisions for a separate docket are also clear [6] but two counties reported that they had never taken this initial step and in recent years the juvenile court cases right in with the adult cases of the criminal court docket.

DISPOSITION OF CASES

There is a broad legal provision (much broader than is usually recognized) for a thorough study of the needs of each individual child [7] and the prescribing of treatment to meet these needs. [8] The effectiveness of this provision, however, in most instances depends upon the probation officer.

THE PROBATION OFFICER

The importance of a probation officer in carrying out the provisions of the Juvenile Court law was recognized in the original 1903 Act. [9] In 1909 the service was put upon a professional basis by the provision of compensation up to $100.00 a month. [10] "Clerks, stenographers and office assistants .... necessary for the efficient conduct of said work" were authorized in 1911. [11] In 1919 the salary maximum was raised to $150.00.[12] (In Philadelphia and Allegheny Counties these matters have been covered by special legislation).

In the meantime a State Association of Probation and Parole had been formed. The annual conferences of this Association have become a means for helpful interchange of ideas in method and technique and in 1923 probation officers were authorized to attend these meetings as a part of their official duties, the expenses incurred and their membership fees to be paid by the counties. [13]

In spite of these steps probation work is often in the hands of persons with little skill in handling the delicate problems of social adjustment

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(6) Section 1, Act of April 23, 1903, P. L. 274 and Section 1, Act of June 28, 1923, P. L. 898.
(7) Section 1, Act of April 1, 1909, P. L. 89.
(8) Section 1, Act of June 12, 1919, P. L. 445.
(9) Section 3, Act of April 23, 1903, P. L. 274.
(10) Section 1, Act of April 1, 1909, P. L. 89.
(11) Section 1, Act of May 11, 1911, P. L. 268.
(12) Section 1, Act of July 10, 1919, P. L. 885.
(13) Act of May 19, 1923, P. L. 267.

assigned to them. Although all counties in Pennsylvania employ only M. D's. as County Medical Directors and are required by law to employ only members of the bar as County Solicitors,[14] social work preparation has frequently been entirely disregarded when selecting the person who is to render this specialized service in the county.

There are a few exceptions and several appointments in recent years seem to indicate that the tide is turning but in many quarters the social work profession has still to demonstrate the desirability of trained service—training that does not supplement, but rather strengthens and enriches those human qualities essential to all workers with children.

PART IV

FUTURE DEVELOPMENTS

The reason for grouping "future developments" in one section is in order that institutions and juvenile courts as well as various community activities may be seen as parts of a whole program of helping children make satisfactory adjustments and of preventing needless maladjustments. The old rivalries must be replaced by an honest evaluation of the various methods of work and an appreciation of the particular part each may play in helping different individual children.

INSTITUTIONS

Past experience seems to suggest certain principles fundamental enough to guide the further institutional developments in the Commonwealth.

1. Institutional Facilities Should Be Increased Very Cautiously. While it is true that some of the correctional schools are overcrowded, others have vacancies and still others have shifted their policies in recent years to serve more exclusively the neglected rather than the delinquent child.[1] The growth of diagnostic centers, probation, playgrounds and other "extra-mural" activities must not be ignored. Penetrating research into the causes of delinquency will unquestionably result in a widening knowledge regarding methods of treatment. Although there is every reason to believe that institutions will continue as a valuable tool in the reconstruction of certain lives, it would seem that an increase of this one type of facility should not be entered into "lightly and unadvisedly."

2. Institutions Should Have A Life-Giving Quality. Mere incarceration is not sufficient. This is the key-note (though faintly heard!) that prompted the establishment of the first House of Refuge and that later, Jericho-like, caused the walls of juvenile institutions to disappear. It is this same note that has heralded the introduction of medical and psychological service, of training that is more vital than just "getting the work done" and of a sufficiently wide variety of interests so that every child may find the best channels for his creative energy.

(14) Act of May 22, 1895, P. L. 101.
(1) Boys' Industrial School of Western Pennsylvania, Oakdale. Eudes Institute (formerly Home of the Good Shepherd), Lincoln Avenue, Pittsburgh.

An essential part of every institution's program is its "after-care" for mueh fine work may easily be undone by inadequate parole. The skillful serviee that helps the ehild to fit into the eommunity into whieh he goes with a more wholesome adjustment than he has previously experienced, is quite as exaeting and as important as anything done within the institution.

3. Girls Schools Should Usually be Separate Organizations. Certain private enterprises where the intake ean be eontrolled may be able to do valuable work on a eo-educational basis but on the whole the most suceessful work with delinquent ehildren throughout the eountry is found where separate organizations for the two sexes are maintained.

It is a reeognized faet that judges will commit boys for a great variety of offenees but few girls are committed for less than a sex-offence—usually only after repeated sex offenecs. The result is that a girls' school is apt to have a mueh more emotionally unstable population than is found in a boys' sehool. It is almost impossible for the widely differing problems of each group to have its full measure of understanding and wise, sympathetic planning from a eentral administration. At any rate some of the best results are being shown in the larger institutions where the superintendent and Board are free to devote themselves to the highly speeialized problems of a boys' or of a girls' training school—these problems, to be sure, often involving the development of wholesome community contacts.

4. "Short-Term" Schools Should Usually be Avoided. While it is eonceivable that a "short-term" sehool is of value in certain isolated cases, there is a great tendency to let "removal from bad environment" beeome a substitute for good soeial case work. Where sueh a commitment is made only as part of a very definite plan, facilities of this sort may be very useful but there should be an honest faeing of the discouraging results that attend most short commitments.

At Thorn Hill, where the bungalow eottages are widely separated, certain eottages were set aside for boys eommitted for six months. Although during one year these boys composed 43 per cent of the total population of the sehool and were presumably the least "hardened" it was this elass that furnished 67 per cent of the boys returned for breaking parole.

The reading of a number of reeords of Sleighton Farm girls who, by eourt order, have been prematurely discharged from the institution reveals similar disappointing results. This is in sharp eontrast with the many cheerful reports from those who—with the original situation serious enough to warrant commitment—have had adequate opportunity to benefit by life in the institution and under parole guidance.

The material at hand is still too meager to justify sweeping statements but the indications are that short term commitments are wasteful of both dollars and human happiness. As one worker has observed "a few weeks—even a few months—is an adventure, not a eorreetive measure." It eannot take the plaee of the painstaking case-work of a skillful probation offieer or visit-

ing teacher nor of the detailed re-education and adjustment program of a good training school.

5. Training Schools Should be Free from Sectarianism. The numbers of schools for delinquents in Pennsylvania is too small to warrant the drawing of any conclusions as to the advantages or disadvantages of sectarian control, but by including the institutions for dependent children in the Commonwealth a more reliable picture of the situation may be gained.

(In this report the term "non-sectarian" refers to those institutions that do not exclude any of the three faiths from their governing body. "Sectarian" in this report refers to those institutions of distinctly Catholic and Jewish control and to those whose governing boards represent only Protestant groups and unmistakably exclude both Catholic and Jewish representation).

It has been rather an unexpected revelation through visits of the Bureau to all sorts of institutions throughout the Commonwealth that as a whole the grade of work done in homes under sectarian control is noticeably below the general average. In all of the religious groups we have striking examples from which this conclusion is drawn although it is not intended as an indictment of certain notable exceptions nor of any particular group.

In the great task of building character, the place of religion as expressed in religious observances and imparted through contact with persons whose lives are vitalized by spiritual power, has been demonstrated too universally to need specific illustration here. It is for us only to report that as a whole the institutions that seem to be doing the best work have their doors open to all the spiritual power that can be brought in, but where the control is non-sectarian.

6. Inexpensive Boarding Schools for Older Children Should be Developed. One adolescent youngster trying to make the necessary adjustments involved in growing up, runs amuck of conventions, is brought into juvenile court and is committed to a training school as a juvenile delinquent. Another adolescent youngster trying to make the necessary adjustments involved in growing up is sent to a boarding school. What is sometimes overlooked is that both youngsters are trying to do exactly the same legitimate thing, namely—make the necessary adjustments involved in growing up.

Educators say that we should "learn by doing." Probably there is no better place to learn how to grow up than right in that land of grown-ups, "the wide, wide world"—were it not that a mistake there can often be so very costly. The boarding school that provides—in demands upon one's initiative and social responsibility—a sort of fool-proof "wide, wide, world" seems to be one of the best solutions yet found for the problems of adolescence. The tragedy is that admission fees are usually so high either in dollars or—if admitted through the juvenile court—in reputation.

The Commonwealth is covered with children's homes which institutionalize the little child and "place out" the older one.

Could not this policy be reversed and more of the institutions (those with the "life-giving quality") be used for adolescent children who have been reared in family homes—their own or foster families? This situation has been recognized by St. Michael's Industrial School at Hoban Heights, Boys' Industrial School at Oakdale, Training School for Girls at Indiana, Bethesda Home at Chestnut Hill, Sunnyside Home for Girls at Girard and Eudes Institute, Pittsburgh. It deserves, however, serious consideration of all who—in these days of labels—prefer "boarding school boy" or "boarding school girl" to "juvenile delinquents," and who are willing to plan on a scale commensurate with the problems presented.

7. Colored Children Should be Considered in Any Plan of Development. The tremendous increase of the colored population of Pennsylvania during the recent years demands a consideration of this portion of our population in any plans for the welfare of the State's boys and girls.

JUVENILE COURTS

The further socialization of juvenile court procedure in accordance with the spirit and letter of the legislation now on the statute books would seem to be the desirable as well as the probable development of this important agency for handling juvenile delinquents. It is folly to set detailed standards to be equally applicable to Allegheny and Pike counties but there are certain general policies that might be adapted to local conditions. The following suggestions all have legal sanction:

1. Detention that is Safe. A detention experience should never be degrading but as far as possible should be a period of definite gain to the child in health, mental outlook, confidence in the probation officer or in some similar constructive way.

2. A Child's Case Should be Brought into Court on Petition Instead of on a Warrant. The shadow of a criminal charge persists through life and this chancery procedure provided by law has already been adopted as the general rule in several counties.

3. A Child's Case Should be Heard Privately. Court-room publicity and newspaper write-ups make a child either a hero or an outcast.

4. Decisions Should be Based on a Study of a Child's Whole Social Background. It is not the crime but the child that needs attention and who—according to law—should have it.

5. Decisions Should be Rendered With a Full Knowledge of Physical and Mental Handicaps. This is not to make an excuse for suspended sentence but to suggest effective treatment. The growing number of clinic facilities throughout the State is making this service increasingly possible.

6. The Service of a Skillful Probation Officer Should be Provided. This is the person to make the detailed investigations

and then live along with the child helping him with the adjustments that turn obstacles into milestones. Several smaller counties are finding that this otherwise impossible service may be obtained by combining juvenile probation with other appropriate social work jobs in the community (such as Mothers' Assistance Fund, Red Cross, Children's Aid Society, etc.)

7. Commitment, When Necessary, in the Spirit of Treatment and Education. "Reformation not punishment" is the keynote of Superior Court decisions and this will be facilitated when court and training school work in friendly co-operation for the best interest of the child.

Social standards of juvenile court procedure will often depend upon the social work standards that exist in the community but it is encouraging to recognize the leadership that appears in judicial circles.

Commonwealth vs. Carnes [2] is a case of a boy of thirteen indicted for involuntary manslaughter. His counsel demanded a trial by jury and was refused. When the case was appealed to the Superior Court the latter held that

> "The fallacy of the argument of counsel for the appellant lies in the fact that the appellant was not tried for any crime. The purpose of the Act of April 23, 1903, P. L. 274, is to prevent a trial and thus save children under the age of sixteen years from the ordeal of a trial ..... It is the duty of the Court to determine, in the light of the facts, established by the evidence, what order the child's own good and the best interests of the State may require."

But, after the other technicalities have been disposed of, the final touch is that

> "in conclusion we deem it our duty to refer to the caption of this case: Commonwealth vs. Clarence Carnes. While there is ample precedent for a caption in that form, such a proceeding is not a criminal case. The Act of 1903, states that ....(quoted)....To that end, we think proceedings in the juvenile court should be given a more appropriate caption, one not in the form of a criminal case, such as In re: John Doe, an alleged delinquent child."

Legal Clinic. Several judges have said they felt the need of some special preparation for this juvenile court work. "There was nothing in my legal training to help me with this" said one. One answer would seem to be the establishment of "legal clinics" in connection with Law Schools, such as are found in several places in the country, notably at the Northwestern University Law School at Evanston, Ill.

Under this plan the student does a definite amount of work in a social agency of recognized standing. This is not volunteer dabbling in "legal aid" but a fully accredited part of his senior curriculum done under the supervision of a member of the Law School staff. In this way he comes as a matter of routine into first-hand contact with actual social adjustments many of which, should he

(2) 82 Pa., Supt. Ct. 335.

in later years become a juvenile court judge, will throw light on some of the difficult human problems which confront him.

CONSTRUCTIVE COMMUNITY FORCES

In many cases special activities have been developed to supplement inadequate juvenile court machinery. It would be impossible to list all the constructive forces in the Commonwealth affecting the lives of its growing boys and girls who might become "juvenile delinquents." But it is important that the existence of a variety of constructive forces be recognized and that the institutions and juvenile courts be seen in relation to them.

AGENCIES. No report of the handling of juvenile delinquents in Pennsylvania would be complete without mentioning some of the regularly organized agencies active in the field. This list includes:

Juvenile Aid Society, Philadelphia.
Church Mission of Help, Philadelphia.
Big Brother Association, Philadelphia.
Big Sister Association, Philadelphia.
Big Brother Organization, Scranton.
Big Sister Organization, Scranton.
Protective Aid Society, York.
Erie Social Hygiene Association, Erie.
Big Brother Movement (Catholic) Pittsburgh.
Jewish Big Brother Club, Pittsburgh.
Girl's Welfare League, Pittsburgh.
Special Committees of Rotary and Kiwanis Clubs, Elks, Pittsburgh Urban League, etc.

In many cases these activities were developed to supplement inadequate probation facilities. As time goes on it may seem wise to modify their programs. The important fact is the large number of individuals of various talents who have been brought to a realization of a responsibility towards the naughty youngsters in the community.

VISITING TEACHERS. Practically all children who come before the juvenile court have been "problems" in school for many months previous. Whether these matters are handled by a visiting teacher, school counselor, attendance officer or, if necessary, unofficially by a probation officer, is of less importance than that the school child who "isn't getting along" shall have the skillful service of one who understands how to diagnose the real difficulties and to help make the necessary adjustments.

Notable service in this direction is being done by the White-Williams Foundation [3] in Philadelphia although Pittsburgh, Erie and Coatesville are among the places where the "visiting teacher" idea has taken hold.

POLICEWOMEN. With the traditional conception of "police methods" it is hard to think of the Police Department as a social agency but the

(3) Further information may be obtained from Miss Anna B. Pratt, Director White-Williams Foundation, Northwest School, 1421 Race St., Phila.

development of the policewoman movement has been a definite step in this direction. The policewoman touches the lives of yong people in a way that few other agencies can do.[4] The places in Pennsylvania where this service is found include Lancaster, Reading, Williamsport, Harrisburg and New Castle.

Other Forces. To enumerate only a few of the potentially constructive forces in Pennsylvania is to mention churches, neighborhood centers, Y. M. C. A., Y. W. C. A., Boy and Girl Scouts, and playgrounds. These and many others are to be found scattered over the State, their effectiveness usually depending upon the virility of the leadership that they provide. For after all it is the spiritual experience of personal influence that is the "secret" of most "reformation."

CORRELATION OF EFFORT

No one would desire the creation of a super-organization which would attempt to put into one mould all the activities that concern the treatment and prevention of delinquency. Various kinds of youngsters are involved and variety of program becomes a virtue. But if unnecessary overlapping as well as distressing omissions are to be avoided, some correlation of effort is needed.

In the larger centers Federations, Councils and Joint Committees provide channels for co-operative effort while local and State Associations with their various meetings are other signs of the times in these things. The Department of Welfare is always ready, up to the limit of its staff and budget, to be of any service it can to all these various activities as well as to individual organizations and workers. Besides a consultation service it conducts conferences on child welfare, issues bulletins and record forms, and has experimented with correspondence courses for probation officers and institution workers. The Department has a real feeling of responsibility towards Pennsylvania's juvenile delinquents.

CONCLUSION

In this report "juvenile delinquent" has been used in the technical sense to indicate the youngster who has been brought before the juvenile court as "incorrigible" or a "violator of the law." But the whole purpose of the presentation will be lost if clumsy terminology is permitted to hide the living child—the child that is "even as you and I."

It is this living child that is the product of the society we have made. To consider him not a potential criminal but a potential citizen and to help him become a better builder than we have been, is the task ahead.

(4) Further information regarding the policewoman movement may be obtained from Mrs. Mina C. Van Winkle, Chief, Women's Bureau, Police Dept., Washington, D. C.